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ABSTRACT

This report summarizes a variety of information on the operation of county School Attendance Review Boards (SARB) in California and is intended to aid the legislature in evaluating the degree of implementation and degree of effectiveness of SARBs. SARBs are community-centered review boards intended to assist school districts, students, and parents with school attendance matters that were formerly handled by juvenile courts or probation departments. Data for the report were gathered through questionnaires completed by county superintendents of schools throughout California. Most of the report consists of tables that summarize data on the number and type of referrals sent to SARBs during 1975-76, the number and type of SARB petitions to juvenile courts, and county compliance with the state legislation requiring the establishment of SARBs. A brief final section presents the report's conclusions about the benefits, problems, and effectiveness of SARBs. A copy of the survey questionnaire is included in the appendix. (JG)

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School Attendance Review Boards Implementation and Evaluation

A Report to the California Legislature as Required by Senate Bill 524

EA 009 469

CALIFORNIA STATE DEPARTMENT OF EDUCATION
Wilson Riles Superintendent of Public Instruction
Sacramento 1976

This legislative report was prepared by the Bureau of Management Services, California State Department of Education, and was published by the Department, 721 Capitol Mall, Sacramento, CA 95814. Any questions regarding the report should be addressed to Robert Bennett, Field Representative, Bureau of Management Services (phone: 916-322-2470).

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1976

Senate Bill No. 524
Chapter 1183

RELATIVE TO THIS REPORT

[Approved by Governor September 30, 1975.
Filed with Secretary of State September 30, 1975.]

Report to the Legislature

SEC. 5. The Superintendent of Public Instruction, with approval of the State Board of Education, shall submit a report to the Legislature on or before July 1, 1976,* on the implementation and effectiveness of school attendance review boards in each county, including but not limited to the number and types of referrals to school attendance review boards, requests for petitions to the juvenile court pursuant to Section 12404 of the Education Code, and an evaluation of county compliance with the provisions of Article 9 (commencing with Section 12500) of Chapter 6 of Division 9 of the Education Code.

SEC. 6. This act is an urgency statute necessary for the immediate preservation of the public peace, health, or safety within the meaning of Article IV of the Constitution and shall go into immediate effect. The facts constituting such necessity are:

Chapter 1215 of the Statutes of 1974, effective January 1, 1975, established a comprehensive and vitally needed program and related procedures for processing minors with school-related problems, which program included as essential elements school attendance review boards; however, the statutory authorization in Chapter 1215 for designated members of such school attendance review boards to have access to the written records of pupils, which is essential to the entire process, did not become effective because of the application of Section 9605 of the Government Code to Chapters 1215 and 1229 of the Statutes of 1974. This act would, again, grant such essential statutory authorization for such access. In order that such essential authority may be available at the earliest possible time at the commencement of such program, it is necessary that this act take effect immediately.

*The author approved an extension of this date to October, 1976.

INTRODUCTION

The concept in the School Attendance Review Board (SARB) legislation was to develop a new form of service with regard to those students who exhibit troublesome behavior patterns in school. The legislation provides for the establishment of community-centered review boards to assist school districts, students, and their families with matters which formerly were handled by the juvenile courts or the probation departments.

County superintendents of schools are required to establish county school attendance review boards which have policy-making authority and whose membership must consist of a parent and representatives of school districts, county probation departments, county welfare departments, and the county superintendent of schools. County school attendance review boards are authorized to establish additional satellite or local school attendance review boards to work on pupil referrals at the district level. Senate Bill 524, Chapter 1183, requires the State Department of Education to submit a report to the Legislature, indicating the degree of success of implementation and the degree of effectiveness of the review boards. This report represents the Department's compliance with that legislation and as such contains the following information:

1. Number and type of referrals sent to SARBs during 1975-76 (Tables 1-5)

2. Number and type of SARB petitions to juvenile courts and the legal recourse requested pursuant to Education Code Section 12404 (Tables 6-10)

3. Information regarding county compliance and implementation as required by Education Code Sections 12501 and 12504 (Tables 11 and 12)

4. A summary of the information in Tables 1 through 12 (page 15)

5. Conclusions related to the benefits, problems and effectiveness of SARBs (pages 16-17)

Survey Document

On March 1, 1976, the county superintendents of schools were provided with a survey document, which was designed by the Department of Education with the cooperation and assistance of the California Association of Supervisors of Child Welfare and Attendance and the Office of the Los Angeles County Superintendent of Schools. (See Appendix A.)

Report Design

Many counties were concerned that the concept of school attendance review boards was such that the larger urban districts would benefit to a greater degree than would the rural, less populated areas in the tate. The data that follow are thus reported, where applicable, on four student population bases as well as on a statewide basis. (See Tables 1-10.) The ranges that were used were chosen from the already existing groupings of counties on the basis of average daily attendance (ADA) in accordance with Education Code Section 756. Thus, the data are presented according to the following classes: Class 1-2, 140,000 ADA and up; Class 3-4, 30,000 to 139,999 ADA; Class 5-6, 7,000 to 29,999 ADA; and Class 7-8, 0 to 6,999 ADA.

TABLE 1

NUMBER AND TYPE OF REFERRALS
SENT TO SARB DURING 1975-76

Statewide Summary
(Total K-12 ADA = 4,669,000)

Number of Cases Referred to SARB, by Sex, Grade Level, and Type						
Grade Level	SEX		Total	TYPE*		
	M	F		Irregular Attendance	Habitual Truant	Behavior Problem
K-6	259	175	434	141	239	58
7	257	178	435	105	305	63
8	470	347	817	220	541	113
9	590	489	1079	209	816	102
10	515	402	917	182	720	83
11	259	180	439	84	317	39
12	84	49	133	38	92	11
Cont. Ed.	191	115	306	43	181	22
Grand Total	2625	1935	4560	1022	3211	491

NOTE: The figures in the "Total" column are less than the cumulative totals of the columns representing types of referral (Irregular Attendance, Habitual Truant, and Behavior Problem) because some students were referred for more than one type of problem.

* Butte, Kern, Lake, Lassen, and Stanislaus County numbers are in the total number of referrals, but these counties were unable to provide the type of data requested in the survey. Modoc, Mono, and Trinity Counties did not have any students referred to SARB.

TABLE 2

NUMBER AND TYPE OF REFERRALS SENT TO SARB DURING 1975-76

by County Classification
Class 1-2: 140,000 ADA and up

(Total K-12 ADA in Class 1 and 2 Counties = 3,220,500)

Number of Cases Referred to SARB, by Sex, Grade Level, and Type						
Grade Level	SEX		Total	TYPE		
	M	F		Irregular Attendance	Habitual Truant	Behavior Problem
K-6	131	82	213	76	102	39
7	142	90	232	57	166	27
8	254	181	435	117	303	45
9	255	227	482	87	383	43
10	248	202	450	81	349	30
11	105	59	164	41	114	8
12	36	16	52	23	27	3
Cont. Ed.	70	46	116	34	65	7
Grand Total	1241	903	2144	516	1509	202

TABLE 3

NUMBER AND TYPE OF REFERRALS SENT TO SARB DURING 1975-76

by County Classification
Class 3-4: 30,000 to 139,999 ADA

(Total K-12 ADA in Class 3 and 4 Counties = 1,115,900)

Number of Cases Referred to SARB, by Sex, Grave Level, and Type						
Grade Level	SEX		Total	TYPE		
	M	F		Irregular Attendance	Habitual Truant	Behavior Problem
K-6	85	69	154	51	90	6
7	82	75	157	40	106	19
8	165	121	286	73	179	45
9	248	179	427	74	321	32
10	184	138	322	55	254	19
11	107	78	185	13	152	10
12	37	25	62	7	52	4
Cont. Ed.	59	31	90	6	52	9
Grand Total	967	716	1683	319	1206	144

TABLE 4

NUMBER AND TYPE OF REFERRALS SENT TO SARB DURING 1975-76

by County Classification
Class 5-6: 7,000 to 29,999 ADA

(Total K-12 ADA in Class 5 and 6 Counties = 274,100)

Number of Cases Referred to SARB, by Sex, Grade Level, and Type						
Grade Level	SEX		Total	TYPE		
	M	F		Irregular Attendance	Habitual Truant	Behavior Problem
K-6	23	12	35	10	21	8
7	20	8	28	4	20	11
8	29	21	50	17	26	12
9	53	59	112	39	62	13
10	58	30	88	33	68	7
11	28	26	54	21	25	4
12	5	4	9	7	7	0
Cont. Ed.	26	20	46	0	41	1
Grand Total	242	180	422	131	270	56

TABLE 5

NUMBER AND TYPE OF REFERRALS SENT TO SARB DURING 1975-76

by County Classification
Class 7-8: 0 to 6,999 ADA

(Total ADA in Class 7 and 8 Counties = 58,500)

Number of Cases Referred to SARB, by Sex, Grade Level, and Type						
Grade Level	SEX		Total	TYPE		
	M	F		Irregular Attendance	Habitual Truant	Behavior Problem
K-6	20	12	32	4	26	5
7	13	5	18	4	13	6
8	22	24	46	13	33	11
9	34	24	58	9	50	14
10	25	32	57	13	49	27
11	19	17	36	9	26	17
12	6	4	10	1	6	4
Cont. Ed.	36	18	54	3	23	5
Grand Total	175	136	311	56	226	89

TABLE 6

NUMBER AND TYPES OF SARB PETITIONS
TO JUVENILE JUSTICE COURTS DURING 1975-76

Statewide Summary

Grade Level	Number of Petitions Made, by Type of Legal Action Requested			
	WIC 600*	WIC 601**	EC 12452 EC 12753***	TOTAL
K-6	43	37	38	118
7	11	86	23	120
8	20	158	43	221
9	25	203	40	268
10	9	174	38	221
11	4	62	22	88
12	4	22	4	30
Cont. Ed.	4	55	4	63
Grand Total	120	797	212	1129

*Welfare and Institutions Code Section 600 -
Dependency petitions for neglect and abuse made in behalf of student's welfare; administered through welfare departments

**Welfare and Institutions Code Section 601 -
Status offender petitions to juvenile court; usually for behavior and attendance matters

***Education Code Sections 12452 and 12753 -
Referrals to the district attorney or city attorney for parent or guardian violations

TABLE 7

NUMBER AND TYPES OF SARB PETITIONS
TO JUVENILE JUSTICE COURTS DURING 1975-76
by County Classification
Class 1-2: 140,000 ADA and up

Grade Level	Number of Petitions Made, by Type of Legal Action Requested		
	WIC 600*	WIC 601**	EC 12452 EC 12753***
K-6	17	17	14
7	4	47	8
8	12	78	13
9	4	83	9
10	4	80	7
11	1	25	1
12	2	2	0
Cont. Ed.	2	20	1
Grand Total	46	352	53

*Welfare and Institutions Code Section 600 -
Dependency petitions for neglect and abuse made in behalf of student's welfare; administered through welfare departments

**Welfare and Institutions Code Section 601 -
Status offender petitions to juvenile court; usually for behavior and attendance matters

***Education Code Sections 12452 and 12753 -
Referrals to the district attorney or city attorney for parent or guardian violations

TABLE 8.

NUMBER AND TYPES OF SARB PETITIONS
TO JUVENILE JUSTICE COURTS DURING 1975-76

by County Classification
Class 3-4: 30,000 to 139,999 ADA

Grade Level	Number of Petitions Made, by Type of Legal Action Requested		
	WIC 600*	WIC 601**	EC 12452 EC 12753***
K-6	19	18	23
7	7	33	12
8	3	65	21
9	13	101	18
10	2	76	17
11	2	33	14
12	2	17	2
Cont. Ed.	1	15	3
Grand Total	49	358	110

*Welfare and Institutions Code Section 600 -
Dependency petitions for neglect and abuse made in behalf of student's welfare; administered through welfare departments

**Welfare and Institutions Code Section 601 -
Status offender petitions to juvenile court; usually for behavior and attendance matters

***Education Code Sections 12452 and 12753 -
Referrals to the district attorney or city attorney for parent or guardian violations

TABLE 9.

NUMBER AND TYPES OF SARB PETITIONS
TO JUVENILE JUSTICE COURTS DURING 1975-76

by County Classification
Class 5-6: 7,000 to 29,999 ADA

Grade Level	Number of Petitions Made, by Type of Legal Action Requested		
	WIC 600*	WIC 601**	EC 12452 EC 12753***
K-6	6	1	1
7	0	4	1
8	4	7	7
9	4	12	4
10	3	15	3
11	0	3	2
12	0	1	1
Cont. Ed.	0	12	0
Grand Total	17	55	19

*Welfare and Institutions Code Section 600 -
Dependency petitions for neglect and abuse made in behalf of student's welfare; administered through welfare departments

**Welfare and Institutions Code Section 601 -
Status offender petitions to juvenile court; usually for behavior and attendance matters

***Education Code Sections 12452 and 12753 -
Referrals to the district attorney or city attorney for parent or guardian violations

TABLE 10.

NUMBER AND TYPES OF SARB PETITIONS
TO JUVENILE JUSTICE COURTS DURING 1975-76

by County Classification
Class 7-8: 0 to 6,999 ADA

Grade Level	Number of Petitions Made, by Type of Legal Action Requested		
	WIC 600*	WIC 601**	EC 12452 EC 12753***
K-6	1	1	0
7	0	2	2
8	1	8	2
9	4	7	9
10	0	3	11
11	1	1	5
12	0	2	1
Cont. Ed.	1	8	0
Grand Total	8	32	30

*Welfare and Institutions Code Section 600 -
Dependency petitions for neglect and abuse made in behalf of student's welfare; administered through welfare departments

**Welfare and Institutions Code Section 601 -
Status offender petitions to juvenile court; usually for behavior and attendance matters

***Education Code Sections 12452 and 12753 -
Referrals to the district attorney or city attorney for parent or guardian violations

COUNTY COMPLIANCE AND IMPLEMENTATION
INFORMATION AS REQUIRED BY EDUCATION
CODE SECTIONS 12501 and 12504

Establishment of County SARB

All counties have formally established their SARB units, fulfilling the requirements of Education Code Section 12501 (a). (See Table 11.)

Establishment of County SARB Rules and Regulations

All counties except Plumas and Trinity have reported a formal adoption of rules and regulations as required by Education Code Section 12504. (See Table 11.) Counties used the services of county counsels to ensure that the rules and regulations were written in such a manner as to protect the rights of all those participating in the SARB process.

Establishment of Local SARB Units

The county SARBs were authorized to establish local SARB units pursuant to Education Code Section 12501 (d). The purpose of the local SARB units is to handle those case referrals that the county SARB would have difficulty dealing with at the local level. The need for local units is greater in the larger, more populated areas. (See Table 11.)

County SARB Membership

Education Code Section 12501 (a) mandates the participation on county SARB of at least one parent and representatives of specific agencies within the county (See Table 12.) All counties complied with this requirement. Some county agencies provided representatives reluctantly because their regular staff and facilities were previously committed.

Local SARB Unit Membership

Local SARB unit membership is not categorized, but educators at the county or district level comprised the largest group of individuals among the 1,908 persons who served on local SARBs. (See Table 12.) Representatives of many support agencies and parent groups also participated on local boards.

TABLE 11

COUNTY SCHOOL ATTENDANCE REVIEW BOARDS (SARBs)

ESTABLISHED DURING 1975-76

	COUNTY CLASSIFICATIONS				
	Class 1-2 (140,000 ADA and over)	Class 3-4 (30,000 - 139,999 ADA)	Class 5-6 (7,000 - 29,999 ADA)	Class 7-8 (0 - 6,999 ADA)	TOTAL
Number of ounty SARBs established	7	15	16	20	58
Number of counties that established SARB rules and regulations	7	15	16	18	56
Number of counties with local SARBs	7	14	8	4	33
Number of Local SARBs established	116	79	16	9	220

TABLE 12

REPRESENTATIVE MEMBERSHIP ON SCHOOL ATTENDANCE REVIEW BOARDS

DURING 1975-76

Type of Membership	Number of Representatives by County Classification				
	Class 1-2	Class 3-4	Class 5-6	Class 7-8	Total
County SARB Membership					
County School Personnel	11	25	21	26	83
Probation Personnel	10	25	16	21	72
Welfare Personnel	8	20	18	21	67
Parent	13	30	24	28	95
School District Personnel	31	111	74	63	279
Other	23	49	25	27	124
Total County	96	260	178	186	720
Local SARB Membership	905	821	152	30	1908
Grand Total	1001	1081	330	216	2628

SUMMARY OF INFORMATION IN TABLES

The following summary statements were based on the data presented earlier in this report:

1. The total number of referrals sent to review boards (approximately 4,560) represents less than one-tenth of one percent of the K-12 student population in California (4.7 million). (See Table 1.)

2. The total number of referrals which resulted in petitions to the juvenile justice system was approximately 1,129, or 25 percent of the 4,560 cases referred to SARBs. (See Table 6.)

3. All 58 counties have formally established their SARB units, thus fulfilling the requirements of Education Code Section 12501 (a). Two of the 58 counties have not as yet established rules and regulations, as prescribed by Education Code Section 12504. (See Table 11.)

4. Thirty-three (33) counties have established a total of 220 SARB units at the local level, as prescribed by Education Code Section 12501 (d). (See Table 11.)

5. The total number of personnel who were represented at the county SARB level was 720; this representation is required by Education Code Section 12501 (a). In addition, 1,908 persons were appointed by county SARBs to serve on local SARBs. The total representation on county and local SARBs in 1975-76 was 2,628. (See Table 12.)

CONCLUSIONS

From the information provided by county superintendents in the survey document, conclusions relating to the berefits, problems, and effectiveness of School Attendance Review Boards at the county and local levels are summarized as follows:

Benefits

1. Survey respondents indicated that more attention has been given to attendance and behavior problems. This has been achieved through better staff utilization, expansion of pupil personnel services, and more cooperation between the school and community resource agencies responsible for pupils with attendance and behavior problems.

2. Only 25 percent of referrals sent to SARBs in 1975-76 required further legal recourse.

3. Approximately 20 percent of all students referred to SARBS were returned to and accommodated by the public schools which, in some cases, resulted in expanded counseling programs; modified courses of study; and broadened educational alternatives, such as continuation schools and opportunity classes.

4. Approximately 55% of the students referred to SARBS were then referred by the SARBs to public and private agencies responsible for serving students with behavior problems.

Problems

1. There is a general need for state level coordination of the efforts of public and private agencies which are providing services to students with serious behavior problems.

2. Increased costs resulting from the need for additional clerical help and postage were borne by school districts and offices of county superintendents of schools. The need for additional funds to support the administrative and operational costs resulting from the implementation

3. County superintendent of schools offices reported the need for additional professional child welfare services and attendance and counseling staffs to assist in the full implementation of the SARB concept.

4. The diversion from the juvenile justice system of 75 percent of the students referred to SARBs was accomplished in spite of limited funding, limited availability of staff, and already crowded facilities. Various public service agencies, such as those providing welfare and health services, and private agencies providing services

in the areas of family counseling and crisis intervention, were able to meet the challenge during the first year, but they said there was a limit as to how long they could sustain this effort without additional state support.

Effectiveness

The full effectiveness of the SARB legislation cannot be measured until the program has been in operation for a longer period of time. However, in spite of the problems indicated above, the SARB program has had a positive effect on the diversion of students with attendance and behavior problems from the juvenile court system. The existence of SARBs has also caused some school districts to expand programs designed to assist pupils with their problems. This should result in fewer referrals to SARBs and the juvenile court system in the future.

WILSON RILES
Superintendent of Public Instruction
and Director of Education

APPENDIX A

STATE OF CALIFORNIA
DEPARTMENT OF EDUCATION
STATE EDUCATION BUILDING, 721 CAPITOL MALL, SACRAMENTO 95814

March 1, 1976

TO: County Superintendents of Schools

FROM: Jack Liebermann, Chief
Bureau of Management Services (916/322-2470)

SUBJECT: Survey of County School Attendance Review Boards

Attached is a survey document needed to prepare a mandated report regarding School Attendance Review Boards (SARB). Senate Bill 524 (Rodda), Chapter 1183, 1975 Legislative Session, requires a report to the State Legislature from the Superintendent of Public Instruction which will determine the SARB implementation progress and other related considerations throughout the State.

The SARB document is a county-level report that may require the summarization of data from local units of SARB if your county is organized to have such units in operation. The report forms needed from such local units will be the responsibility of the individual county offices.

The county report should reflect only the school year 1975-76 and is due to be returned on or before June 15, 1976, to the Department of Education, Bureau of Management Services, 721 Capitol Mall (205 Downtown Plaza), Sacramento, California 95814. Any questions regarding the preparation of this report may be directed to Robert J. Bennett, Field Representative, Bureau of Management Services.

JL:RJB:ms
Attach.

STATE DEPARTMENT OF EDUCATION
Division of Administrative Services
Bureau of Management Services
721 Capitol Mall (205 Downtown Plaza)
Sacramento, California 95814

_____
County

SARB Report - 1975-76

I. Implementation

A. Has a county SARB been established in your county [E.C. 12501(a)]? ____ Yes ____ No

1. Membership of current board:

Number of representatives from county superintendent of schools	_____
" " " Probation	_____
" " " Welfare	_____
" " " Parent	_____
" " " School Districts	_____
" " " Other _____	_____
_____	_____
_____	_____
Total	_____

2. Have rules and regulations been adopted (E.C. 12504)? ____ Yes ____ No

B. Have local SARBs been authorized by the County SARB [E.C. 12501(d)]? ____ Yes ____ No

1. If so, how many? _____

2. What is the total membership serving on local SARBs? _____

II. Evaluation (E.C. 12500)

A. What has been the SARB impact for improved student attendance and behavior?
Check appropriate response:

Significant	_____
Moderate	_____
Little	_____
Too Soon to Measure	_____

B. Are your current public and private resources adequate to serve SARB needs?
____ Yes ____ No
Comment:
_____
_____
_____

C. Has development or improvement of community resources resulted from SARB efforts (E.C. 12502)? ____ Yes ____ No
Comment:
_____
_____
_____

D. Indicate the two most significant benefits of SARB to date:

1. _____

_____

2. _____

_____

E. Indicate the two most significant problems of SARB to date:

1. _____

_____

2. _____

_____

F. Recommended changes or services for improvement of SARB, legislative or otherwise:

_____

_____

_____

_____

III. Pre-SARB Information (E.C. 12415)

The following information is required to provide a statistical base to aid in evaluation of the effectiveness of SARB. Please answer as accurately as possible.

Total school requests for petitions in your county:

	WIC 600	WIC 601		District Attorney & City Attorney Referrals
		Request For Petitions	Petitions Actually Filed	
1973-74	_____	_____	_____	_____
1972-73	_____	_____	_____	_____
1971-72	_____	_____	_____	_____

☐ Check here if information is not available.

County Reporting_____

Pupil Population in County_____

School Attendance Review Board Survey (1975-76)

Grade Level	No. Cases Referred to SARB: Sex M	Sex F	Total	Type: Irregular Attendance	Habitual Truant	Behavior	SARB Actions: No. Cases Returned to School	No. Parent/Pupil Conferences Held	No. Referrals Diverted for Service*: Public Agency	Private Agency	Counseling Service**	Employment Service	Health Service	Alternative Education Services	Other	Legal Action Requested: WIC 600	WIC 601	EC 12452*** EC 12753 CA/DA
K-6																		
7																		
8																		
9																		
10																		
11																		
12																		
Cont. Ed.																		
Grand Total																		

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* Indicate for each referral both the type of agency (public/private) and all services to which referred.

** Includes Family Individual and Mental Health Services

*** Complaint Files Against Parent with City Attorney (CA) or District Attorney (DA)

Note: Some SARB Action may be reportable in more than one column.

1/ Hispanic = Mexican, Puerto Rican, Cuban, Central or South America, and other Spanish culture or origin regardless of race.

Ethnic Percentage

Ethnic Base	County Student Population- tion	Students Referred to SARB	SARB Requests for Legal Action
American Indian	%	%	%
Black			
Asian			
Hispanic 1/			
Other			

LR 76-7 DE 10534 10-76 550